

# HOWARD TERMINAL BAY PLAN AMENDMENT 2-19

SEAPORT PLANNING ADVISORY COMMITTEE

MARCH 16, 2022

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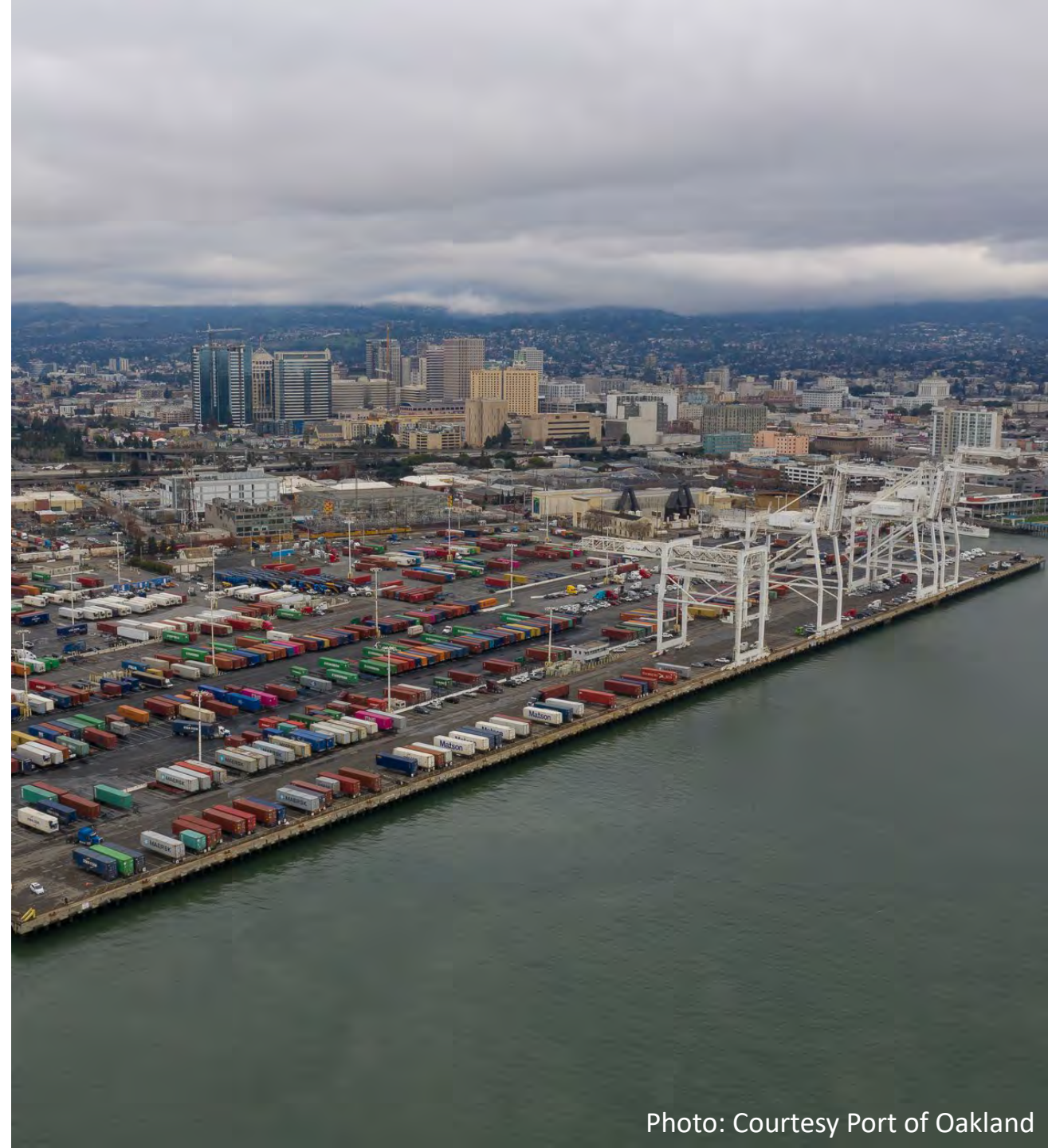


Photo: Courtesy Port of Oakland

# PRESENTATION OVERVIEW

- Background
- Overview of BPA 2-19
- Recommendation-making framework
- BPA timeline & next steps



# KEY DISCUSSION QUESTIONS

1. Is Howard Terminal needed for Port Priority Use? Would the deletion of Howard Terminal detract from the regional capability to meet the projected growth in cargo?
2. What factors, beyond what is stated in the Cargo Forecast, impact the feasibility of Howard Terminal for port use?
3. Are there any policy considerations or issues that have been missing from the discussion that staff should be aware of before developing the staff report and preliminary recommendation for the Commission?



# TWO BAY PLAN AMENDMENTS

## **BPA 1-19**

A general update of the Seaport Plan to include a new, up-to-date cargo forecast, ensure consistency with updated Bay Plan policies, and address requests from the ports.

## **BPA 2-19**

Oakland Athletics' request to amend the Seaport Plan and Bay Plan to remove the Port Priority Use designation from Howard Terminal at the Port of Oakland.



# THE BAY AREA SEAPORT PLAN

- A specific application of the San Francisco Bay Plan.
- First released in 1982.
- Intended to coordinate the planning and development of Bay port terminals to minimize Bay fill.





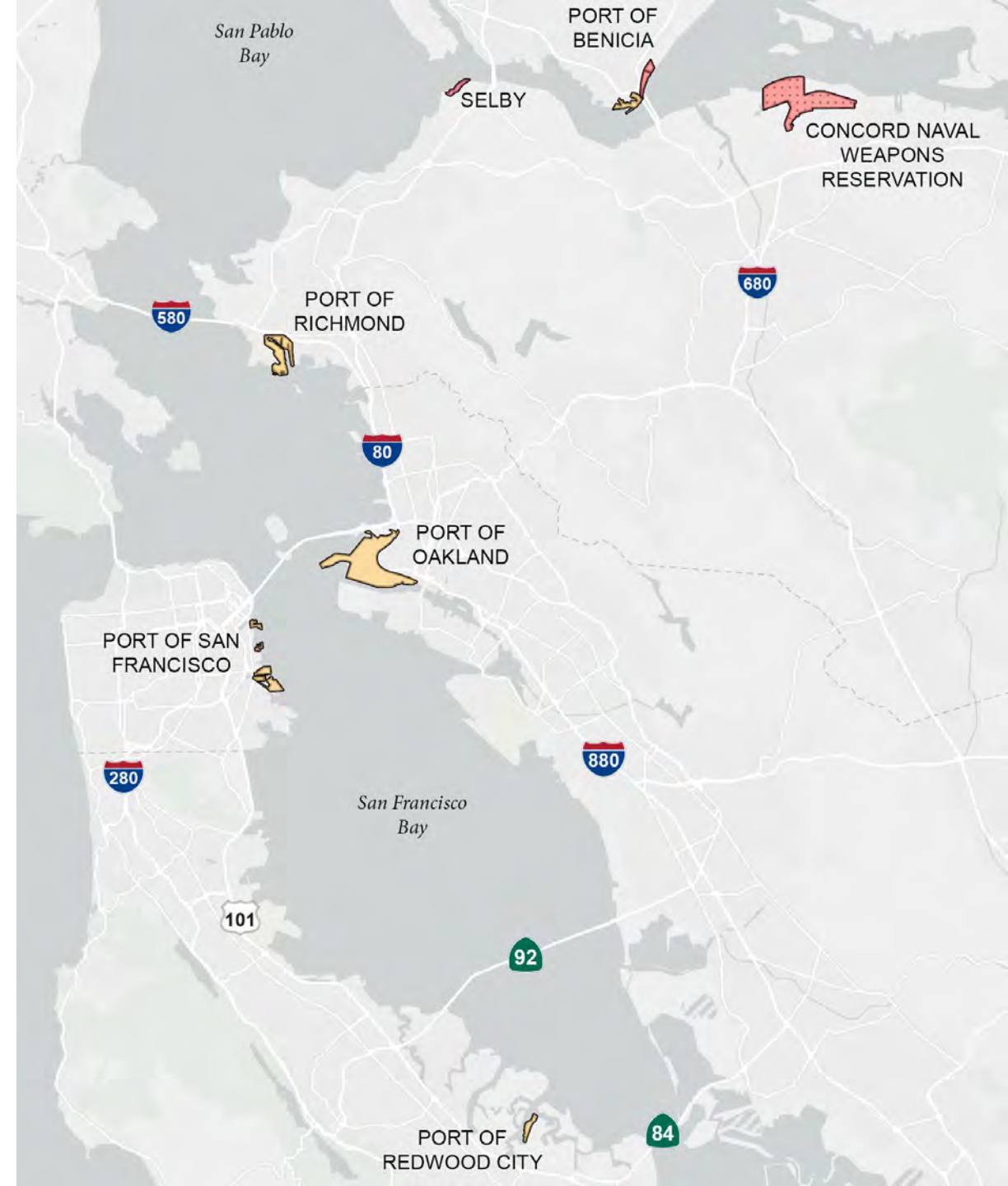
# SEAPORT PLANNING ADVISORY COMMITTEE (SPAC)

- Advisory body to the Commission to provide expert advice on seaport related matters.
- Currently composed of representatives from the five Bay Area Ports, BCDC, MTC/ABAG, the San Francisco Marine Exchange, Caltrans, and Save the Bay.



# BAY AREA SEAPORT PLAN GOALS

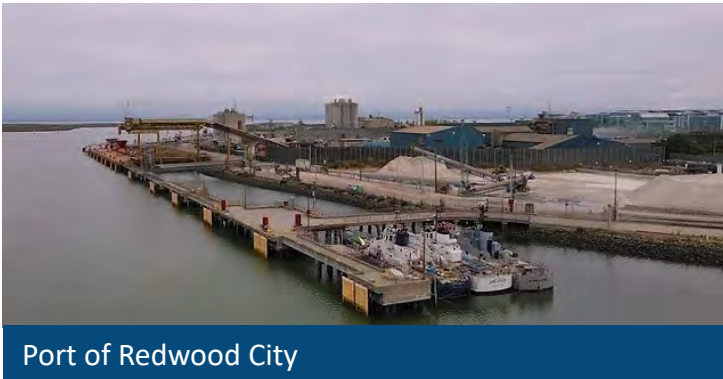
1. Ensure the continuation of the San Francisco Bay port system as a major world port and contributor to the economic vitality of the San Francisco Bay region;
2. Maintain or improve the environmental quality of San Francisco Bay and its environs;
3. Provide for the efficient use of finite physical and fiscal resources consumed in developing and operating marine terminals through the year 2020;
4. Provide for integrated and improved surface transportation facilities between San Francisco Bay ports and terminals and other regional transportation systems; and
5. Reserve sufficient shoreline areas to accommodate future growth in maritime cargo, thereby minimizing the need for new Bay fill for port development.





# PORT PRIORITY USE AREAS (PPUAs)

- Areas determined necessary for future port development are designated as PPUAs and are reserved for port-related and other uses that will not impede development of the sites for port purposes.
- Includes marine terminals and directly related ancillary activities.
- Informed by the regional Cargo Forecast.

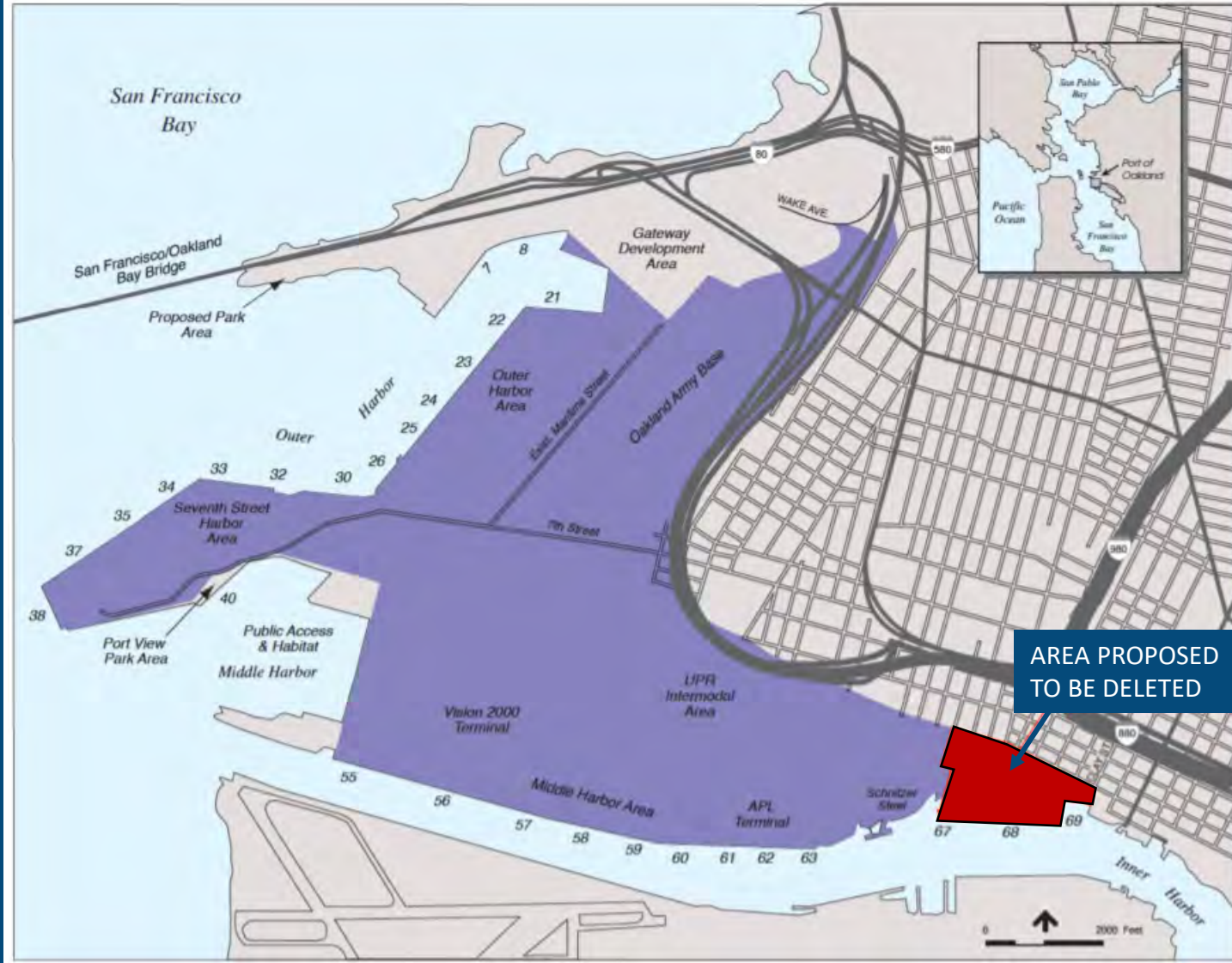




# BAY PLAN AMENDMENT 2-19

- The Oakland Athletics request removal of the Port Priority Use Area designation from Howard Terminal in Oakland.
- Removing the Port Priority Use Area designation would be a prerequisite for the Commission to consider a permit application for construction of a ballpark and mixed-use development.

## Oakland Port Priority Use Area



# AB 1191 (BONTA, 2019)

- Defines the role of BCDC and the State Lands Commission related to Howard Terminal.
- Requires BCDC to determine whether Howard terminal is needed for Port Priority Use, but it does not change any BCDC policies or processes.
- BCDC is required to make this determination within 140 days of certification of the City of Oakland's Final Environmental Impact Report for the Oakland Waterfront Ballpark District. The EIR was certified on February 17<sup>th</sup>, creating a July 7<sup>th</sup> deadline.
- If the A's don't enter a binding agreement by 2025, the Port Priority Use designation is automatically reinstated.
- If BPA 2-19 is approved, then the project will be required to obtain a BCDC Major Permit.



# SPAC RECOMMENDATION FRAMEWORK



## **In scope:**

Is Howard Terminal needed for Port Priority Use?



## **Out of scope:**

Evaluating the merits of the proposed ballpark district project

# SPAC RECOMMENDATION FRAMEWORK

- The amendment request was applied for and is governed by the existing Seaport Plan policies, with the new Cargo Forecast.
- Seaport Plan General Policy #4:
  - Deletions of the port priority use and marine terminal designations from this plan should not occur unless the person or organization requesting the deletion can demonstrate to the satisfaction of the Seaport Planning Advisory Committee that **the deletion does not detract from the regional capability to meet the projected growth in cargo**. Requests for deletions of port priority or marine terminal designations should include a justification for the proposed deletion and should **demonstrate that the cargo forecast can be met with existing terminals**.
- The SPAC recommendation is advisory. The Commission will make the final determination.



# HOWARD TERMINAL SITE OVERVIEW

- 50 acres
- 2,000-foot berth; 42-foot depth
- 4 cranes
- Designated as a container terminal in the Seaport Plan
- 2005-2013: used for domestic container service
- 2014-present: ancillary port uses
- USACE Inner Harbor Turning Basin Widening project could truncate berth

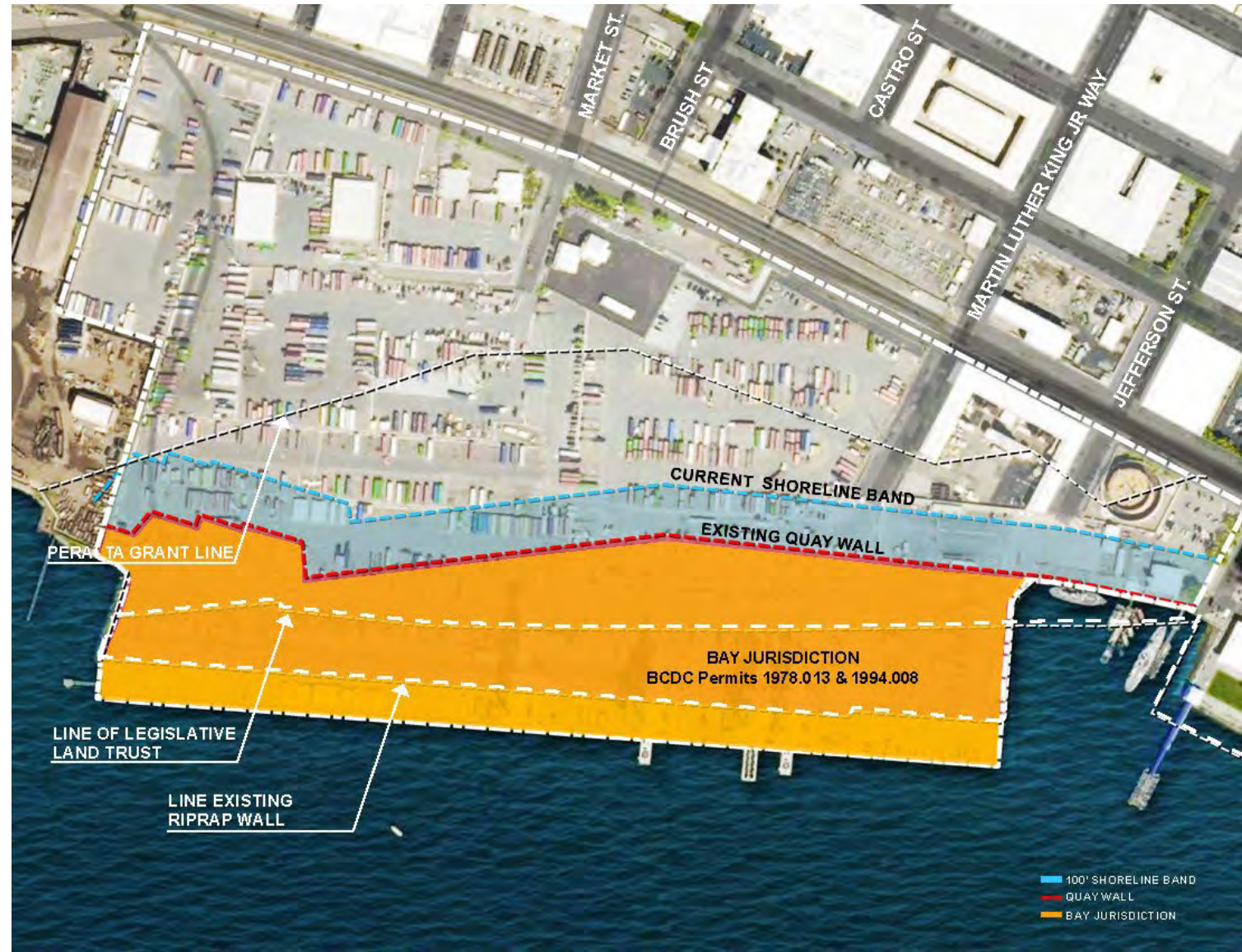




# BCDC SITE JURISDICTION

- The Bay Plan designates areas for various water-oriented priority land uses within its shoreline band jurisdiction.
- Current extent of Howard Terminal not constructed until late 1970's through 1990's; much of the wharf is in Commission's Bay jurisdiction.

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# PREVIOUS PORT PRIORITY USE AREA REMOVALS

**2000:** Commission approved a large-scale removal of 189 acres of Port Priority Use Area designation at the Port of Oakland to accommodate the redevelopment of the Oakland Army Base. An additional 184 acres was transferred from the Oakland Army Base to the Port of Oakland at the time to provide for additional capacity at the Port.

**2002:** Commission approved removal of 31-acres of Port Priority Use designation at the former break bulk facility at the Ninth Avenue Terminal. The facility was found to be in disrepair and no longer suitable for Port use, and was eventually redeveloped into the Brooklyn Basin Redevelopment project.

# **PRELIMINARY ANALYSIS: CONSISTENCY WITH BAY PLAN AND SEAPORT PLAN POLICIES**

Topics analyzed in the staff report:

- Need for Howard Terminal as a marine terminal
- Need for Howard Terminal for ancillary port uses
- Environmental Justice & Social Equity

# THE CARGO FORECAST

- Previous forecast expired in 2020.
- Prepared by an independent consultant under the guidance of the SPAC.
- Underwent peer-review process.
- Approved by the SPAC in May 2020 in 9-0-1 vote.
- Projects to 2050 for the three major cargo types handled in the Bay Area: container cargo, roll-on/roll-off (or “Ro-Ro”) cargo, and dry bulk cargo. Also includes a high-level review of marine terminal capacity and potential for expansion to meet future cargo needs.





# CARGO FORECAST METHODOLOGY

- Growth refers to the projections about the *volume* of cargo. Three growth scenarios: **Slow Growth**, **Moderate Growth**, and **Strong Growth**.
- Productivity refers to the *efficiency* that ports move that cargo. Three productivity scenarios: **Low productivity**, **Base productivity**, and **High productivity**.
- Combined, the growth and productivity scenarios account for a wide range of future possibilities for cargo movement in the Bay Area.

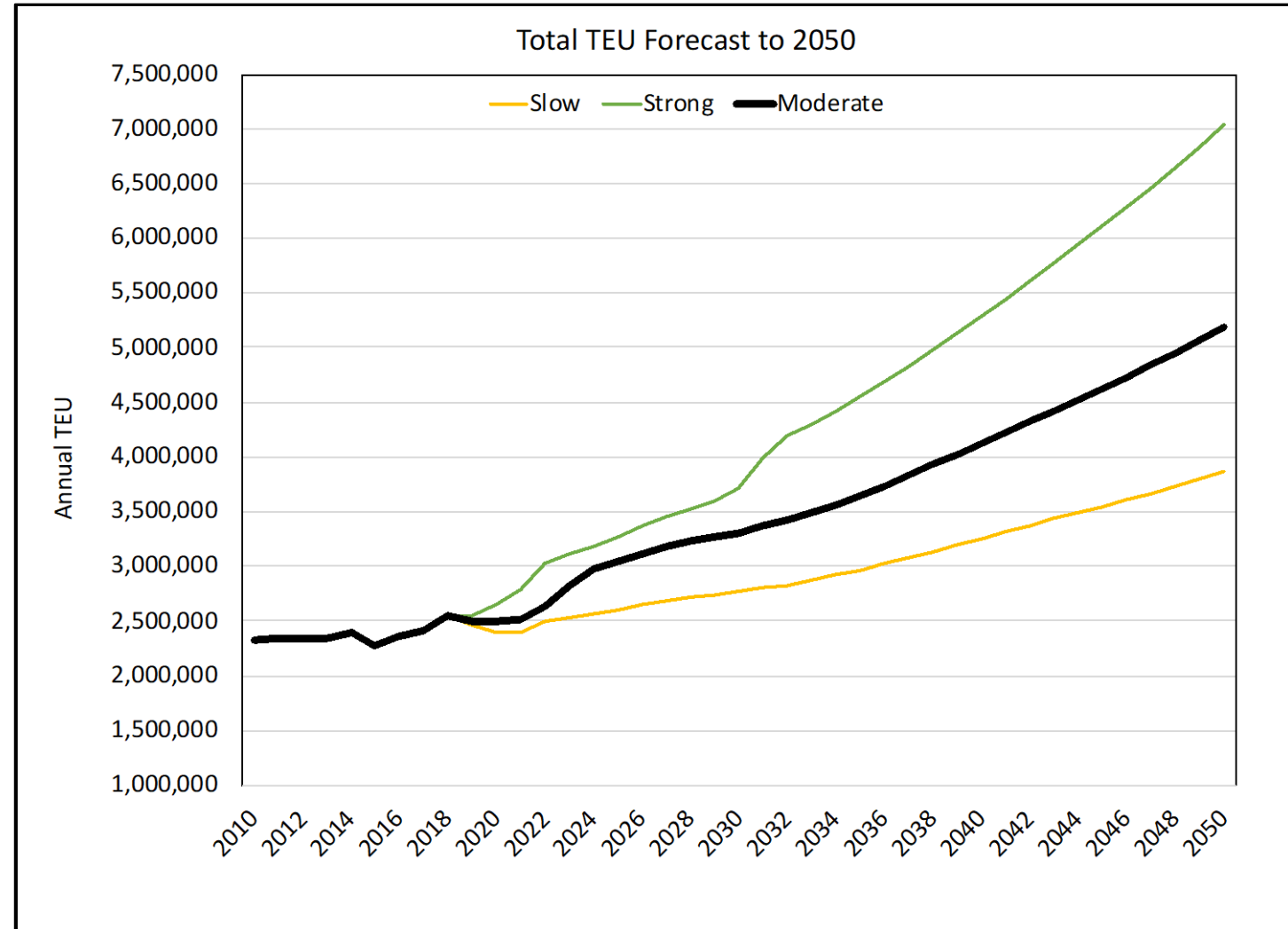
# 2050 FORECAST: CONTAINER CARGO GROWTH

*2020 baseline: 2.5 million TEU*

**Slow Growth: 3.86 million TEU**

**Moderate Growth: 5.2 million TEU**

**Strong Growth: 7.04 million TEU**



# 2050 FORECAST: CONTAINER CARGO CAPACITY

Port of Oakland container terminals average **4,279** annual TEU per acre. The forecast estimates a long-term sustainable capacity of **7,112** annual TEU per acre, a **66% increase**.

Growth Scenario	Total Demand (TEUs)	Increase (TEUs)	Total Demand in Acres	Increase in Acres
Existing	2.55 million		563 acres	
Moderate Growth	5.19 million	2.64 million	729 acres	<b>166 acres</b>
Slow Growth	3.86 million	1.32 million	543 acres	<b>-20 acres</b>
Strong Growth	7.04 million	4.49 million	990 acres	<b>427 acres</b>



# 2050 FORECAST: CONTAINER CARGO CAPACITY

Container Terminal Acres	2050 Acres Available*	Moderate Growth Required	Moderate Growth Reserve	Slow Growth Required	Slow Growth Reserve	Strong Growth Required	Strong Growth Reserve
All Potential Terminal Acres	787	729	58	543	244	990	(203)
Potential Terminal Acres w/o Howard	747	729	<b>18</b>	543	204	990	(243)
Potential Terminal Acres w/o Berths 20-21	767	729	38	543	224	990	(223)
Potential Terminal Acres w/o Howard or Berths 20-21	729	729	<b>(0)</b>	543	186	990	(261)

\* Post-electrification

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# 2050 FORECAST: RO-RO CARGO GROWTH AND CAPACITY

## Growth:

Slow Growth: 1.5%

Moderate Growth: 2.2 %

Strong Growth: 3.2%

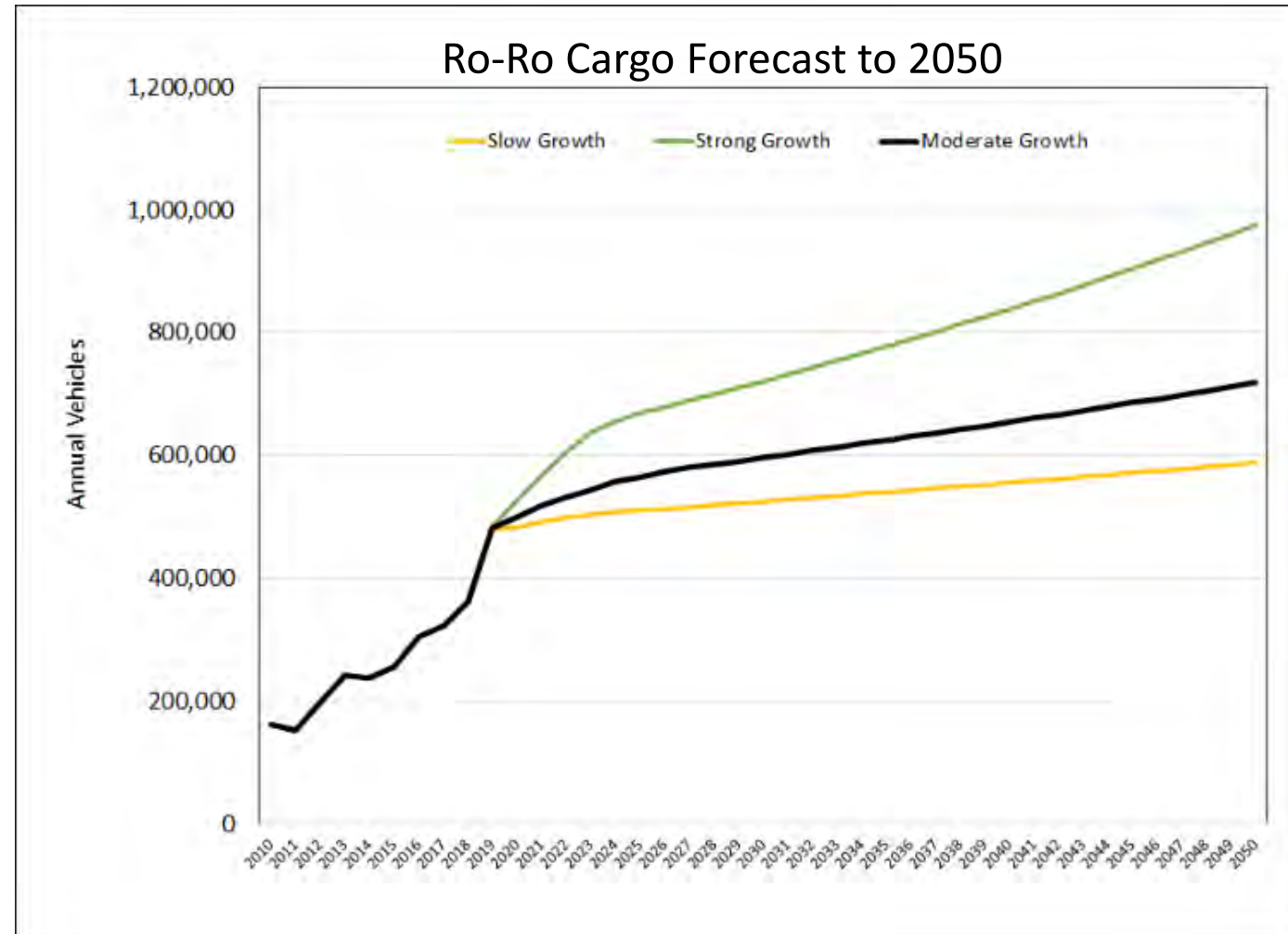
## Additional acres needed:

Slow Growth: 98 additional acres

Moderate Growth: 160 additional acres

Strong Growth: 281 acres.

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# 2050 FORECAST RESULTS: DRY BULK CARGO

*2020 baseline: 8.6 million annual metric tons*

## Growth:

Slow Growth: 12 million annual metric tons

Moderate Growth: 20.7 million annual metric tons

Strong Growth: 33.2 million annual metric tons

## Additional acres needed:

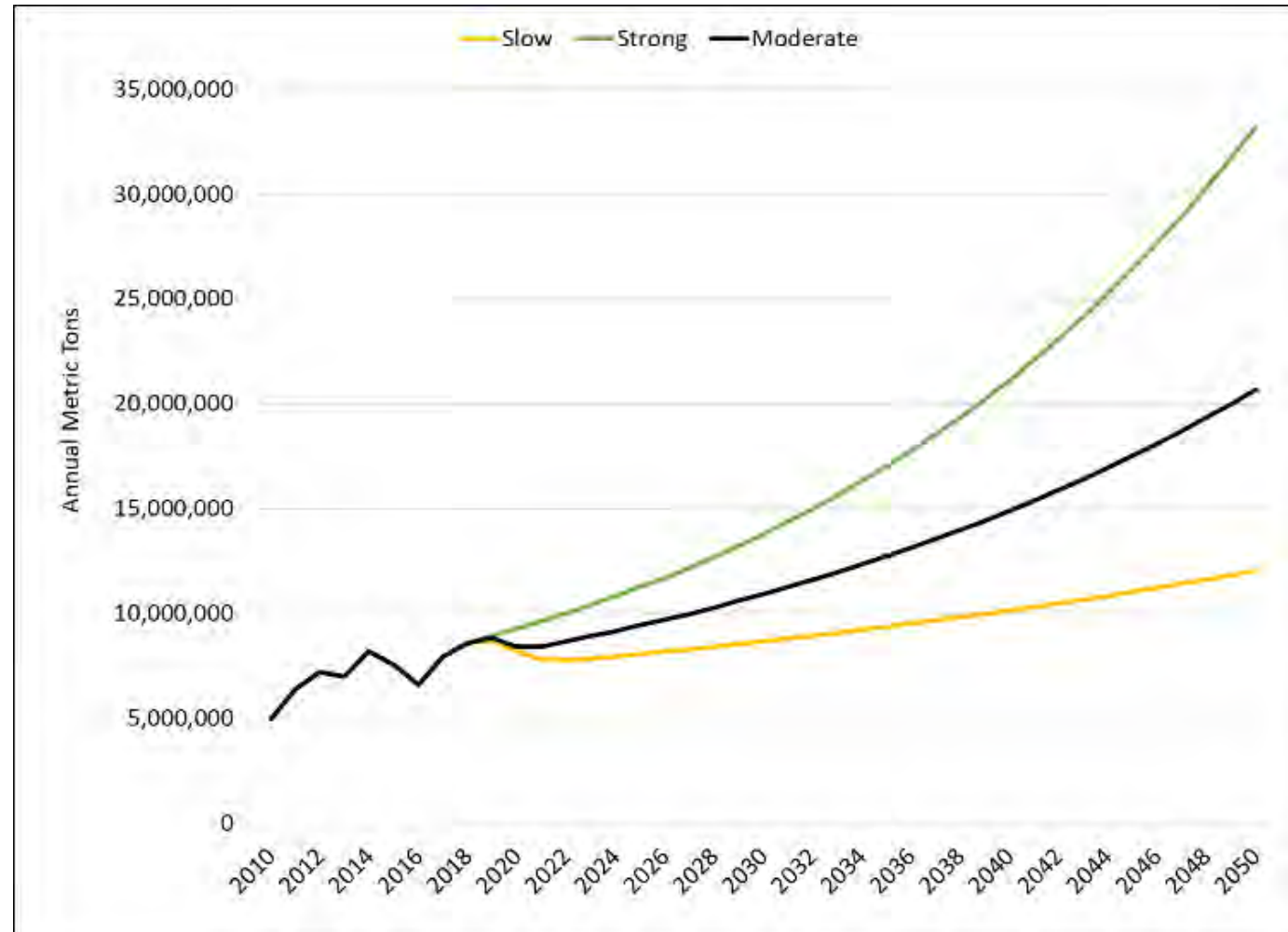
Slow Growth: 0 acres

Moderate Growth: 12 acres

Strong Growth: 54 acres

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Dry Bulk Cargo Forecast to 2050





# PORT PRIORITY USE AREAS AVAILABLE FOR TERMINAL EXPANSION

Site	Acres	Potential use: Container	Potential use: Ro-Ro	Potential use: Dry Bulk
SF Pier 96 & Other	67		X	X
Oakland Berths 20-21	20	X		X
Oakland Berths 22-24	130	X		
Oakland Berths 33-34	20	X		
Oakland Roundhouse	26	X		
<b>Oakland Howard*</b>	<b>38</b>	<b>X</b>	<b>X</b>	<b>X</b>
Richmond Terminal 3	20		X	X
<b>Available Acres</b>	<b>321</b>	<b>176-234</b>	<b>0-127</b>	<b>0-147</b>
Moderate Growth Needs	308	136	160	12
Slow Growth Needs	98	0	98	0
Strong Growth Needs	731	397	281	54

*\*Post turning basin expansion: 38 acres container, 40 acres Ro-Ro or Dry Bulk*

# IMPLICATIONS OF THE FORECAST FOR HOWARD TERMINAL

**Container Cargo:** Moderate Growth scenario may not require Howard's acreage until 2050, depending on terminal productivity improvements. A Slow Growth scenario could likely be accommodated without Howard Terminal through 2050. A Strong Growth scenario would require Howard Terminal's acreage before 2050.

**Ro-Ro Cargo:** Howard Terminal could handle Ro-Ro cargo and fill some of the need for additional Bay Area capacity under a Moderate Growth scenario.

**Dry Bulk Cargo:** Howard Terminal could serve as a dry bulk terminal, but the use of Berths 20-21 would reduce the need for dry bulk cargo.

# VIABILITY OF HOWARD TERMINAL AS A CARGO TERMINAL

- **Container Cargo:** small by West Coast container terminal standards, and expansion of the Inner Harbor Turning Basin would truncate its berth.
- **Ro-Ro Cargo:** typical Ro-Ro vessels are around 650 feet long, with a 40-foot design draft, which is within Howard Terminal's current specifications.
- **Dry Bulk cargo:** could accommodate dry bulk but may not be needed depending on use of Berths 20-21 and overall demand.



# ANCILLARY USES

- 2014 to present: Longshore worker training, truck parking and staging, container and chassis storage, cargo transloading, layberthing, and tug boat docking.
- Jan 2022: Port of Oakland plans to operate a temporary 25-acre off-terminal and paved container yard at Howard Terminal.
- Would removing ancillary uses detract from the regional capability to meet the projected growth in cargo?

# PRELIMINARY CONCLUSIONS DRAWN FROM CARGO FORECAST

- Under the Moderate Growth scenario, the Forecast indicates that there may be sufficient capacity at the Port of Oakland to accommodate regional *container* cargo growth through 2050 without Howard Terminal. However, if Howard Terminal were removed from Port Priority Use, the region would have an overall deficit of 25 acres of terminal space. If Howard Terminal were retained, the region would have an overall surplus of 13 acres.
- Howard Terminal is the only dormant or underutilized possible expansion site identified in the Cargo Forecast as being potentially suited to handle any of the three major cargo types.
- Howard Terminal is also currently being used for a number of ancillary uses, and it is unclear whether relocating those uses would detract from the regional capability to meet the projected growth in cargo.

# ENVIRONMENTAL JUSTICE AND SOCIAL EQUITY

- BCDC Environmental Justice and Social Equity Policies
- Key issue specific to removing Howard Terminal from Port Priority Use: Truck parking and Air pollution

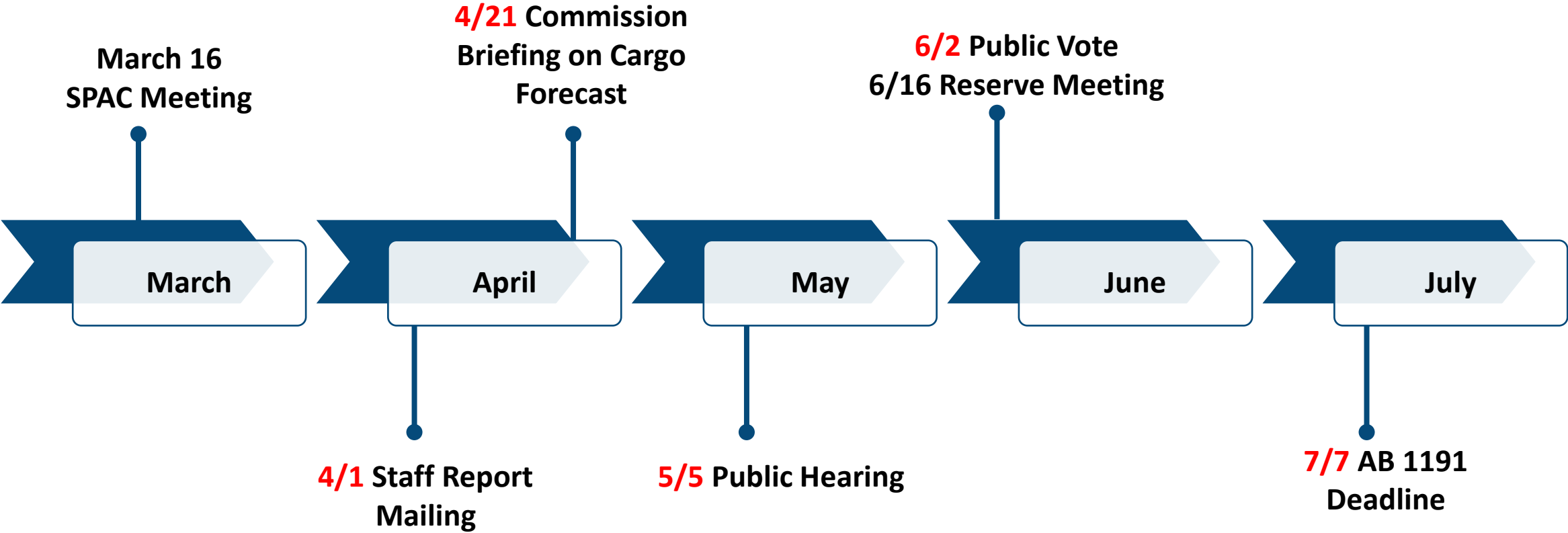




# PORT OF OAKLAND MEMO, MARCH 4 2022

- Redesignation of Howard Terminal from "Priority Use Area" will not detract from regional capability.
- Howard Terminal's suitability for handling other types of cargo, including Ro-Ro, and Dry Bulk.
- Temporary ancillary services will be appropriately relocated.
- Consistency with Bay Plan's Environmental Justice and Social Equity policies.
- BCDC discretion to select alternative growth scenarios.

# BPA 2-19 TIMELINE: COMMISSION HEARINGS AND VOTES



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THANK YOU

